### BEFORE THE CALIFORNIA BOARD OF ACCOUNTANCY DEPARTMENT OF CONSUMER AFFAIRS STATE OF CALIFORNIA

In the Matter of the Accusation Against:

LARRY EDWARD MANTH 2921 Via Alvarado Palos Verdes Estates, California 90274 Certified Public Accountant Certificate No. CPA 58503

Respondent.

Case No. AC-2010-14

OAH No. 2011-01-0415

### **DECISION AND ORDER**

The attached Stipulated Settlement and Disciplinary Order is hereby adopted by the California Board of Accountancy, Department of Consumer Affairs, as its Decision in this matter.

This Decision shall become effective on April 30, 2011

It is so ORDERED MAYCH 30, 2011

FOR THE CALIFORNIA BOARD OF

ACCOUNTANCY

DEPARTMENT OF CONSUMER AFFAIRS

1	KAMALA D. HARRIS Attorney General of California ALFREDO TERRAZAS Senior Assistant Attorney General DIANN SOKOLOFF Supervising Deputy Attorney General State Bar No. 161082		
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4			
5.	1515 Clay Street, 20th Floor P.O. Box 70550		
6	Oakland, CA 94612-0550 Telephone: (510) 622-2212		
7	Facsimile: (510) 622-2270 Attorneys for Complainant		
8	BEFORE THE		
9	CALIFORNIA BOARD OF ACCOUNTANCY DEPARTMENT OF CONSUMER AFFAIRS		
10	STATE OF CALIFORNIA		
11	In the Matter of the Accusation Against:	Case No. AC-2010-14	
12	LARRY EDWARD MANTH		
13	2921 Via Alvarado	OAH No. 2011-01-0415 STIPULATED SETTLEMENT AND	
14	Palos Verdes Estates, California 90274 Certified Public Accountant Certificate No. CPA 58503	DISCIPLINARY ORDER	
15	Respondent.		
16	ixespondent.		
17			
18	In the interest of a prompt and speedy softly	ament of this matter consistent with the public	
19	In the interest of a prompt and speedy settlement of this matter, consistent with the public		
	interest and the responsibility of the California Board of Accountancy of the Department of		
20	Consumer Affairs, the parties hereby agree to the following Stipulated Settlement and		
21	Disciplinary Order which will be submitted to the Board for approval and adoption as the final		
22	disposition of the Accusation No. AC-2010-14, relating to the Certified Public Accountant		
23	Certificate of Respondent Larry Edward Manth.		
24	PAR	TIES	
25	1. Patti Bowers (Complainant) is the Executive Officer of the California Board of		
26	Accountancy. She brought this action solely in her official capacity and is represented in this		
27	matter by Kamala D. Harris, Attorney General of the State of California, by Diann Sokoloff,		
28	Supervising Deputy Attorney General.		

- 2. Respondent Larry Edward Manth (Respondent) is represented in this proceeding by attorney Edward O. Lear, whose address is: Century Law Group LLP, 5200 W. Century Boulevard, Ste. 345, Los Angeles, CA 90045
- 3. On or about March 23, 1991, the California Board of Accountancy issued Certified Public Accountant Certificate No. CPA 58503 to Larry Edward Manth (Respondent). The Certified Public Accountant Certificate will expire on March 31, 2012, unless renewed. The Certificate has not been the subject of prior Board discipline.

### **JURISDICTION**

4. Accusation No. AC-2010-14 was filed before the California Board of Accountancy (Board), Department of Consumer Affairs, and is currently pending against Respondent. The Accusation and all other statutorily required documents were properly served on Respondent on February 19, 2010. Respondent timely filed his Notice of Defense contesting the Accusation. A copy of Accusation No. AC-2010-14 is attached as Exhibit A and incorporated by reference.

### WAIVERS AND CONTINGENCY

- 5. Respondent has carefully read, fully discussed with counsel, and understands the charges and allegations in Accusation No. AC-2010-14. Respondent has also carefully read, fully discussed with counsel, and understands the effects of this Stipulated Settlement and Disciplinary Order.
- 6. Respondent is fully aware of his legal rights in this matter, including the right to a hearing on the charges and allegations in the Accusation; the right to be represented by counsel at his own expense; the right to confront and cross-examine the witnesses against him; the right to present evidence and to testify on his own behalf; the right to the issuance of subpoenas to compel the attendance of witnesses and the production of documents; the right to reconsideration and court review of an adverse decision; and all other rights accorded by the California Administrative Procedure Act and other applicable laws. Respondent voluntarily, knowingly, and intelligently waives and gives up each and every right set forth above.
- 7. It is understood that in signing this stipulation rather than further contesting the Accusation, Respondent is voluntarily consenting to the adoption of this Stipulated Settlement as

the Board's Decision, enabling the California Board of Accountancy to issue the following order without further legal process. Respondent represents that no tender, offer, promises, threats or inducements of any kind whatsoever have been made by the Board or any member, officer, agent or representative thereof in consideration of this settlement offer or otherwise to induce him to so consent.

- 8. This stipulation shall be subject to approval by the Board. Respondent understands and agrees that Complainant, her counsel and the staff of the Board may communicate directly with the Board regarding this stipulation and settlement, without notice to or participation by Respondent or his counsel. By signing the stipulation, Respondent understands and agrees that he may not withdraw his agreement or seek to rescind the stipulation prior to the time the Board considers and acts upon it.
- 9. If the Board fails to adopt this stipulation as its Decision and Order, the Stipulated Settlement and Disciplinary Order shall be withdrawn. It shall be of no force or effect, except for this paragraph. It shall have no evidentiary value, shall be inadmissible in any legal action between the parties, and shall not be relied upon or introduced in any disciplinary, or other, action or proceeding by either party hereto. In the event that the Stipulated Settlement is not adopted, nothing recited herein shall be construed as a waiver of Respondent's right to a hearing or as an admission of the truth of any of the matters charged. Communications pursuant to this paragraph, and consideration of this matter, shall not disqualify the Board or other persons from future participation in this or any other matter affecting Respondent. Respondent agrees that should the Board reject this Stipulated Settlement and if this case proceeds to hearing, Respondent will assert no claim that the Board was prejudiced by its review and discussion of this Stipulation or of any records related hereto.

### ADMISSIONS AND FURTHER STIPULATIONS BETWEEN THE PARTIES

10. Respondent admits the matters asserted in paragraphs 36, 37, 39 and 43 in Accusation No. AC-2010-14, if proven at hearing, would form a basis for discipline of his Certified Public Accountant Certificate. Respondent expressly denies the matters asserted in paragraphs 32, 33, 34, 35, 38, 40, 41, 42, 44, 45 and 46.

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- 11. Respondent agrees that his Certified Public Accountant Certificate is subject to discipline and he agrees to be bound by the California Board of Accountancy (Board)'s probationary terms as set forth in the Disciplinary Order below.
- Respondent further agrees not to take any action or make any public statement that creates, or tends to create, the impression that any of the matters set forth in the Stipulated Settlement, Order and Decision are without a factual basis.
- The Board, in accepting this Stipulation, is foregoing its right to institute further disciplinary proceedings against Respondent based upon his conduct related to tax shelters up to the time of the filing of the Board's charges. However, the Board reserves the right to initiate or continue investigations and administrative proceedings related to the conduct of other Board licensees who may have been involved in acts or omissions related to these or other tax shelters, as well as any other violations of the Accountancy Act which may have occurred by Board licensees in relation to tax shelters.
- The parties understand and agree that facsimile copies of this Stipulated Settlement 14. and Disciplinary Order, including facsimile signatures thereto, shall have the same force and effect as the originals.
- This Stipulated Settlement and Disciplinary Order is intended by the parties to be an 15. integrated writing representing the complete, final, and exclusive embodiment of their agreement. It supersedes any and all prior or contemporaneous agreements, understandings, discussions, negotiations, and commitments (written or oral). This Stipulated Settlement and Disciplinary Order may not be altered, amended, modified, supplemented, or otherwise changed except by a writing executed by an authorized representative of each of the parties.
- In consideration of the foregoing admissions and stipulations, the parties agree that the Board may, without further notice or formal proceeding, issue and enter the following Disciplinary Order:

### **DISCIPLINARY ORDER**

IT IS HEREBY ORDERED that Certified Public Accountant Certificate No. CPA 58503 issued to Respondent Larry Edward Manth (Respondent) is revoked. However, the revocation is

stayed and Respondent is placed on probation for five (5) years on the following terms and conditions.

- 1. Actual Suspension. Certified Public Accountant Certificate No. CPA 58503 issued to Larry Edward Manth is suspended for two (2) years. During the period of suspension the Respondent shall engage in no activities for which certification as a Certified Public Accountant or Public Accountant is required as described in Business and Professions Code, Division 3, Chapter 1, Section 5051. Notwithstanding the suspension, Respondent shall comply with the probationary conditions set forth below.
- 2. **Obey All Laws.** Respondent shall obey all federal, California, other states' and local laws, including those rules relating to the practice of public accountancy in California.
- 3. **Submit Written Reports.** Respondent shall submit, within ten (10) days of completion of the quarter, written reports to the Board on a form obtained from the Board. The Respondent shall submit, under penalty of perjury, such other written reports, declarations, and verification of actions as are required. These declarations shall contain statements relative to Respondent's compliance with all the terms and conditions of probation. Respondent shall immediately execute all release of information forms as may be required by the Board or its representatives.
- 4. **Personal Appearances.** Respondent shall, during the period of probation, appear in person at interviews/meetings as directed by the Board or its designated representatives, provided such notification is accomplished in a timely manner.
- 5. Comply With Probation. Respondent shall fully comply with the terms and conditions of the probation imposed by the Board and shall cooperate fully with representatives of the Board of Accountancy in its monitoring and investigation of the Respondent's compliance with probation terms and conditions. Respondent shall keep the Board informed regarding how to contact him as required by the Board or its designees. Respondent voluntarily agrees to fully cooperate with, and make himself available to, the Board and its designees, including the Office of the Attorney General, without the necessity of a subpoena, in any investigation of other Board licensees regarding tax shelters, including, but not limited to, the providing of interviews,

statements, affidavits, declarations, and any other documents or other types of information requested, consistent with the requirements of confidentiality and law. Respondent, if called to do so, shall cooperate with the Board and shall testify at any subsequent administrative or civil proceeding if asked to do so by the Board.

- 6. **Practice Investigation.** Respondent shall be subject to, and shall permit, one or more practice investigations of the Respondent's professional practice. Such a practice investigation shall be conducted by representatives of the Board, provided notification of such review is accomplished in a timely manner. However, no notice shall be required if the purpose of the Board's investigation is to determine whether Respondent is in compliance with the order of suspension.
- 7. **Comply With Citations.** Respondent shall comply with all final orders resulting from citations issued by the Board of Accountancy.
- Respondent should leave California to reside or practice outside this state, Respondent must notify the Board in writing of the dates of departure and return. Periods of non-California residency or practice outside the state shall not apply to reduction of the probationary period, or of any suspension. No obligation imposed herein, including requirements to file written reports, reimburse the Board costs, or make restitution to consumers, shall be suspended or otherwise affected by such periods of out-of-state residency or practice except at the written direction of the Board.
- 9. Violation of Probation. If Respondent violates probation in any respect, the Board, after giving Respondent notice and an opportunity to be heard, may revoke probation and carry out the disciplinary order that was stayed. If an accusation or a petition to revoke probation is filed against Respondent during probation, the Board shall have continuing jurisdiction until the matter is final, and the period of probation shall be extended until the matter is final.
- 10. **Completion of Probation.** Failure to complete the probationary requirements shall automatically extend the period of probation and the Board shall have continuing jurisdiction of this matter until the condition is satisfied.

11. Ethics Course/Examination. Respondent shall complete four hours of continuing education in course subject matter pertaining to the following: a review of nationally recognized codes of conduct emphasizing how the codes relate to professional responsibilities; case-based instruction focusing on real-life situational learning; ethical dilemmas facing the accounting profession; or business ethics, ethical sensitivity, and consumer expectations (within a give period of time or prior to resumption of practice). Courses must be a minimum of one hour as described in California Code of Regulations Section 88.2, (Courses will be passed prior to resumption of practice where license has been suspended or where otherwise appropriate.)

If respondent fails to complete said courses within the time period provided, respondent shall so notify the Board and shall cease practice until respondent completes said courses, has submitted proof of same to the Board, and has been notified by the Board that he may resume practice. Failure to complete the required courses no later than 100 days prior to the termination of probation shall constitute a violation of probation.

- 12. Cost Reimbursement. Respondent shall reimburse the Board for its actual investigation and prosecution costs in the amount not to exceed \$25,000. The reimbursement shall be made in quarterly payments and shall be completed within three years from the effective date of the decision in this matter, unless otherwise agreed in writing by the Board or its designees.
- Administrative Fine. Respondent shall pay to the Board an administrative fine in the amount of \$10,000. The payment shall be made within three months of the effective date of the decision in this matter.

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### ACCEPTANCE

I have carefully read the above Stipulated Settlement and Disciplinary Order and have

communicated with my attorney, Edward O. Lear. I understand the stipulation and the effect it

will have on my Certified Public Accountant Certificate. I enter into this Stipulated Settlement

1	and Disciplinary Order voluntarily, knowingly, and intelligently, and agree to be bound by the		
2	Decision and Order of the California Board of Accountancy.		
3	DATED: 3/2/11 X000 (11/M)		
4	LARRY EDWARD MANT/H Respondent		
5	I have read and fully discussed with Respondent Larry Edward Manth the terms and		
6	conditions and other matters contained in the above Stipulated Settlement and Disciplinary Order		
7	I approve its form and content.		
8	DATED: 3/4/11		
9	James H. Turken Dickstein Shapiro LLP		
10	Attorney for Respondent		
11	I have read and communicated with Respondent Larry Edward Manth the terms and		
12	conditions and other matters contained in the above Stipulated Settlement and Disciplinary Order.		
13	I approve its form and content.		
ا 4	DATED: 5/9// Edward O. Lear		
15	Attorney for Respondent		
16			
ا 17	<u>ENDORSEMENT</u>		
18	The foregoing Stipulated Settlement and Disciplinary Order is hereby respectfully		
19	submitted for consideration by the California Board of Accountancy of the Department of		
20	Consumer Affairs.		
$_{21}$	Dated: February 7, 2011 Respectfully submitted,		
22	KAMALA D. HARRIS Attorney General of California		
23	ALFREDO TERRAZAS Senior Assistant Attorney General		
24	$\alpha$ $\alpha$ $\alpha$ $\alpha$ $\alpha$		
25	DIANN SOKOLOFF		
26	Supervising Deputy Attorney General  Attorneys for Complainant		
27	SF2009405498		
28	90180018.doc		

### Exhibit A

Accusation No. AC-2010-14

1	EDMUND G. BROWN JR.		
2	Attorney General of California WILBERT E. BENNETT		
	Supervising Deputy Attorney General		
3	Deputy Attorney General	·	
4			
5	P.O. Box 70550		
6			
7	Facsimile: (510) 622-2270 E-mail: Diann.Sokoloff@doj.ca.gov		
8	Attorneys for Complainant		
	BEFORE THE		
9	CALIFORNIA BOARD OF ACCOUNTANCY DEPARTMENT OF CONSUMER AFFAIRS		
10.	STATE OF CA	LIFORNIA	
11	In the Matter of the Accusation Against:		
12	LARRY EDWARD MANTH	ase No. AC-2010-14	
13	2921 Via Alvarado Palos Verdes Estates, CA 90274	CCUSATION	
14	Certified Public Accountant Certificate No.		
	CPA 58503		
15	Respondent.		
16	Complainant alleges:		
17	PARTIES		
18	1. Patti Bowers (Complainant) brings this Accusation solely in her official capacity as		
19	the Executive Officer of the California Board of Accountancy, Department of Consumer Affair		
20	2. On or about March 23, 1991, the California Board of Accountancy issued Certified		
21	Public Accountant Certificate Number CPA 58503 to Larry Edward Manth (Respondent). The		
22	Certified Public Accountant Certificate, currently inactive, will expire on April 1, 2010, unless		
23	renewed.		
24	JURISDICTION		
25			
26	3. This Accusation is brought before the California Board of Accountancy (Board),		
27	Department of Consumer Affairs, under the authority of Section 5100 of the Business and		
	Professions Code, which provides, in relevant part, that, after notice and hearing, the Board ma		
28	II ·		

revoke, suspend or refuse to renew any permit or certificate granted for unprofessional conduct which includes, but is not limited to, one or any combination of the causes specified therein, including willful violations of the Accountancy Act and willful violations of rules and regulations promulgated by the Board.

4. Business and Professions Code<sup>1</sup> Sections 118(b) and 5109 provide in pertinent part that the suspension, expiration, cancellation, or forfeiture of a license issued by the Board shall not deprive the Board of its authority to investigate, or to institute or continue a disciplinary proceeding against a licensee upon any ground provided by law, or to enter an order suspending or revoking the license or otherwise taking disciplinary action against the licensee on any such ground.

### STATUTORY AND REGULATORY PROVISIONS

5. Section 5100 states:

"After notice and hearing the board may revoke, suspend, or refuse to renew any permit or certificate granted under Article 4 (commencing with Section 5070) and Article 5 (commencing with Section 5080), or may censure the holder of that permit or certificate for unprofessional conduct that includes, but is not limited to, one or any combination of the following causes:

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"(c) Dishonesty, fraud, gross negligence, or repeated negligent acts committed in the same or different engagements, for the same or different clients, or any combination of engagements or clients, each resulting in a violation of applicable professional standards that indicate a lack of competency in the practice of public accountancy or in the performance of the bookkeeping operations described in Section 5052."

"(g) Willful violation of this chapter or any rule or regulation promulgated by the board under the authority granted under this chapter."

<sup>1</sup> All statutory references are to the Business and Professions Code unless otherwise indicated.

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- "(i) Fiscal dishonesty or breach of fiduciary responsibility of any kind."
- "(j) Knowing preparation, publication, or dissemination of false, fraudulent, or materially misleading financial statements, reports, or information."
- "(k) Embezzlement, theft, misappropriation of funds or property, or obtaining money, property, or other valuable consideration by fraudulent means or false pretenses."
- 6. Licensees are required by Title 16, California Code of Regulations, Article 1, Board Rule 5 to comply with all Board rules, including Title 16, California Code of Regulations, Article 9, Board Rule 58, which provides that licensees engaged in the practice of public accountancy shall comply with all applicable professional standards.
- 7. Business and Professions Code section 125 provides, in pertinent part, that any licensee is guilty of a misdemeanor and subject to the disciplinary provisions of this code applicable to him, who conspires with a non-licensee to violate any provision of this code.

### APPLICABLE PROFESSIONAL STANDARDS

- 8. Professional standards or standards of practice pertinent<sup>2</sup> to this Accusation include, without limitation:
- A. Title 31, Part 10 of Internal Revenue Service (IRS) Regulations (31 CFR 10)<sup>3</sup> including:
  - (1) Section 10.21 (Knowledge of Client's Omission), provides that:
  - "[a] practitioner who, having been retained by a client with respect to a matter administered by the Internal Revenue Service, knows that the client has not complied with the revenue laws of the United States or has made an error or omission from any return, document, affidavit, or other paper which the client submitted or executed under the revenue laws of the United States, must advise the client promptly of the fact of such noncompliance, error, or omission. The practitioner must advise the client of the consequences as provided under the Code and regulations of such noncompliance, error, or omission."
    - (2) Section 10.22(a) (Diligence as to Accuracy), provides that, in

<sup>3</sup> 31 CFR 10 is also referred to as "Circular 230" or Section 10 of the IRS Regulations. Among other things, Circular 230 governs practice by CPAs before the IRS.

<sup>&</sup>lt;sup>2</sup> All references herein to standards and other authoritative literature are to the versions in effect at the time the shelters were being developed, marketed or sold.

general, a practitioner must exercise due diligence:

- "(1) In preparing or assisting in the preparation of, approving, and filing tax returns, documents, affidavits, and other papers relating to Internal Revenue Service matters;
- (2) In determining the correctness of oral or written representations made by the practitioner to the Department of the Treasury; and
- (3) In determining the correctness of oral or written representations made by the practitioner to clients with reference to any matter administered by the Internal Revenue Service."
- (3) Section 10.30 (Solicitation), provides that a practitioner may not, with respect to any Internal Revenue Service matter, in any way use or participate in the use of any form of public communication or private solicitation containing a false, fraudulent, or coercive statement or claim; or a misleading or deceptive statement or claim.
- (4) Section 10.34 (Standards for Advising with Respect to Tax Return Positions and for Preparing or Signing Returns), provides that a practitioner may not sign a tax return as a preparer if the practitioner determines that the tax return contains a position that does not have a realistic possibility of being sustained on its merits (the "realistic possibility standard") unless the position is not frivolous and is adequately disclosed to the Internal Revenue Service.
- B. American Institute of Certified Public Accountants (AICPA) Code of Professional Conduct, includes Section I Principles and Section II Rules. Both the Principles (Articles III and VI) and the Rules are relevant to the allegations herein.
  - (1) Rule 102 (Integrity and Objectivity), provides that:

"In the performance of any professional service, a member shall maintain objectivity and integrity, shall be free of conflicts of interest, and shall not knowingly misrepresent facts or subordinate his or her judgment to others."

(2) Rule 102.2 (Conflicts of Interest), provides that:

"A member shall be considered to have knowingly misrepresented facts in violation of rule 102... when he or she knowingly—

 a. Makes, or permits or directs another to make, materially false and misleading entries in an entity's financial statements or records; or

- b. Fails to correct an entity's financial statements or records that are materially false and misleading when he or she has the authority to record an entry; or
- c. Signs, or permits or directs another to sign, a document containing materially false and misleading information."
- (3) Rule 102-4 (Subordination of Judgment by a Member), provides that:

  "Rule 102 [ET section 102.01] prohibits a member from knowingly misrepresenting facts or subordinating his or her judgment when performing professional services. Under this rule, if a member and his or her supervisor have a disagreement or dispute relating to the preparation of financial statements or the recording of transactions, the member should take the following steps to ensure that the situation does not constitute a subordination of judgment:
- "1. The member should consider whether (a) the entry or the failure to record a transaction in the records, or (b) the financial statement presentation or the nature or omission of disclosure in the financial statements, as proposed by the supervisor, represents the use of an acceptable alternative and does not materially misrepresent the facts. If, after appropriate research or consultation, the member concludes that the matter has authoritative support and/or does not result in a material misrepresentation, the member need do nothing further.
- 2. If the member concludes that the financial statements or records could be materially misstated, the member should make his or her concerns known to the appropriate higher level(s) of management within the organization (for example, the supervisor's immediate superior, senior management, the audit committee or equivalent, the board of directors, the company's owners). The member should consider documenting his or her understanding of the facts, the accounting principles involved, the application of those principles to the facts, and the parties with whom these matters were discussed.
- 3. If, after discussing his or her concerns with the appropriate person(s) in the organization, the member concludes that appropriate action was not taken, he or she should consider his or her continuing relationship with the employer. The member also should consider

any responsibility that may exist to communicate to third parties, such as regulatory authorities or the employer's (former employer's) external accountant. In this connection, the member may wish to consult with his or her legal counsel.

- 4. The member should at all times be cognizant of his or her obligations under interpretation 102-3 [ET section 102.04]."
  - (4) Rule 201 (General Standards), provides that:

"A member shall comply with the following standards and with any interpretations thereof by bodies designated by Council.

- A. Professional Competence. Undertake only those professional services that the member or the member's firm can reasonably expect to be completed with professional competence.
- B. Due Professional Care. Exercise due professional care in the performance of professional services.
- C. Planning and Supervision. Adequately plan and supervise the performance of professional services.
- D. Sufficient Relevant Data. Obtain sufficient relevant data to afford a reasonable basis for conclusions or recommendations in relation to any professional services performed."
  - (5) Rule 202 (Compliance With Standards), provides that:

"A member who performs auditing, review, compilation, management consulting, tax, or other professional services shall comply with standards promulgated by bodies designated by Council."

- (6) Rule 501 (Discreditable Acts), provides that:
- "A member shall not commit an act discreditable to the profession."
- (7) Rule 501-4 (Negligence in the Preparation of Financial Statements or Records), provides that:

"A member shall be considered to have committed an act discreditable to the profession in violation of rule 501 [ET section 501.01] when, by virtue of his or her negligence, such member—

- a. Makes, or permits or directs another to make, materially false and misleading entries in the financial statements or records of an entity; or
- b. Fails to correct an entity's financial statements that are materially false and misleading when the member has the authority to record an entry; or
- c. Signs, or permits or directs another to sign, a document containing materially false and misleading information."
- (8) Rule 502 (Advertising and Other Forms of Solicitation), provides that: "A member in public practice shall not seek to obtain clients by advertising or other forms of solicitation in a manner that is false, misleading, or deceptive. Solicitation by the use of coercion, over-reaching, or harassing conduct is prohibited."
- (9) Rule 502-2 (False, Misleading or Deceptive Acts in Advertising or Solicitation), provides that:

"Advertising or other forms of solicitation that are false, misleading, or deceptive are not in the public interest and are prohibited. Such activities include those that—

- 1. Create false or unjustified expectations of favorable results.
- 2. Imply the ability to influence any court, tribunal, regulatory agency, or similar body or official.
- 3. Contain a representation that specific professional services in current or future periods will be performed for a stated fee, estimated fee or fee range when it was likely at the time of the representation that such fees would be substantially increased and the prospective client was not advised of that likelihood.
- 4. Contain any other representations that would be likely to cause a reasonable person to misunderstand or be deceived."

- C. AICPA Statements on Standards for Tax Services<sup>4</sup>, including:
  - (1.) TS Section 100 Tax Return Positions.
  - (2.) TS Section 600 Knowledge of Error: Return Preparation.
  - (3.) TS Section 800 Form and Content of Advice to Tax Payers.
- D. The Internal Revenue Code, including:
- "(1) 26 U.S.C. §6111 (Section 6111), which governs the registration of tax shelters.
- (2) 26 U.S.C. §6112 (Section 6112), which imposes certain obligations on the organizer or seller of a "potentially abusive tax shelter."

#### COST RECOVERY

9. Code Section 5107(a) provides, in pertinent part, that the Executive Officer of the Board may request the administrative law judge, as part of the proposed decision in a disciplinary proceeding, to direct any holder of a permit or certificate found to have committed a violation or violations of the Accountancy Act to pay to the Board all reasonable costs of investigation and prosecution of the case, including, but not limited to, attorneys' fees incurred prior to the commencement of the hearing. A certified copy of the actual costs, or a good faith estimate of costs signed by the Executive Officer, constitutes prima facie evidence of reasonable costs of investigation and prosecution of the case.

### PUBLIC PROTECTION

10. Code Section 5000.1 provides, as follows: "Protection of the public shall be the highest priority for the California Board of Accountancy in exercising its licensing, regulatory, and disciplinary functions. Whenever the protection of the public is inconsistent with other interests sought to be promoted, the protection of the public shall be paramount."

### FACTUAL BACKGROUND

11. The subject matter of this Accusation is Respondent's participation in the development, promotion, and implementation of certain tax shelter schemes by himself and other

<sup>&</sup>lt;sup>4</sup> The AICPA Statements on Standards for Tax Services, are codified as "TS" with section numbers, e.g., TS Section 100.

KPMG<sup>5</sup> personnel, including senior partners and members of top management, which assisted high net worth United States citizens to evade Unites States individual income taxes on billions of dollars in capital gain and ordinary income through the use of unregistered and fraudulent tax shelters.<sup>6</sup>,<sup>7</sup>

- 12. Respondent joined KPMG LLP<sup>8</sup> as a partner on or about October 4, 1999 and worked in the Los Angeles Office. Within months of his hire, he began the development of the SC2 tax shelter strategy and, within KPMG, served as the National Development Champion and the National Deployment Champion for that strategy.
- 13. Board Case No. AC-2006-28, filed against KPMG, incorporated the Statement of Facts attached to the Deferred Prosecution Agreement ("DPA") which KPMG entered with the federal government, in or about August 26, 2005. In resolving Case No. AC-2006-28 with the Board, KPMG admitted and accepted that, as set forth in detail in the Statement of Facts attached to the DPA (which was incorporated into Accusation AC-2006-28),

<sup>6</sup> The portion of KPMG's tax practice that specialized in providing tax advice to individuals, including wealthy individuals, was known as Personal Financial Planning, or "PFP." The KPMG group focused on designing, marketing, and implementing tax shelters for individual clients was known at different times as CaTS ("Capital Transaction Strategies"), and IS ("Innovative Strategies").

KPMG personnel also formed alliances, operating agreements, and/or joint ventures with outside persons, including former partners, employees, and others. KPMG also worked with law firms/lawyers and with banks and insurance companies in implementing the tax shelter transactions, including SC2 and SOS transactions. Significant activity and coordination regarding the design and implementation of the tax shelters took place by California licensees or on behalf of California taxpayers.

<sup>8</sup> KPMG LLP ("KPMG") was, at all times relevant, licensed by the Board and operating several offices in California. KPMG was engaged in providing tax services to corporate and individual clients and providing audit services to corporate, governmental and other clients. The Board's related action against KPMG, Accusation No. AC-2006-28, was resolved effective January 18, 2008. It is further referenced in paragraph 13.

<sup>&</sup>lt;sup>5</sup> At all times relevant to this Accusation, KPMG was a limited liability partnership headquartered in New York, New York, with more than 90 offices nationwide, of which several are in California. Among the California KPMG offices during the time period relevant herein were offices in Los Angeles, Woodland Hills, San Diego, San Francisco, and Walnut Creek. KPMG was one of the largest auditing firms in the world, providing audit services to many of the largest corporations in the United States and elsewhere. KPMG also provided tax services to corporate and individual clients, some of whom were very wealthy. These tax services included, but were not limited to, preparing federal and state tax returns, providing tax planning and tax advice, and representing clients, for example, in Internal Revenue Service ("IRS") and Franchise Tax Board ("FTB") audits, and in Tax Court litigation with the IRS.

"through the conduct of certain KPMG tax leaders, partners, and employees, during the period from 1996 through 2002, KPMG assisted high net worth individuals to evade individual income taxes on billions of dollars by developing, promoting, and implementing unregistered and fraudulent tax shelters. A number of KPMG tax partners engaged in conduct that was unlawful and fraudulent...". (Accusation, Paragraph 57, quoting DPA.)

A copy of the DPA agreement and Statement of Facts is attached as Exhibit A and is herein incorporated by reference.

- 14. Respondent was a tax partner at KPMG between 1999 and 2002, the period relevant herein. He participated in the above-described scheme, consisting of:
  - A. devising, marketing, and implementing fraudulent tax shelters;
- B. preparing and causing to be prepared, and filing and causing to be filed tax returns with the IRS that contained the fraudulent tax shelter losses; and
  - C. fraudulently concealing those shelters from the IRS.

### **SC2 and SOS TAX SHELTERS**

- 15. The fraudulent tax shelter transactions which are the subject matter of this Accusation are SC2 ("Corporation Charitable Contribution Strategy") and SOS ("Short Option Strategy").<sup>10</sup>
- 16. Respondent was highly involved in the creation and/or approval of the SC2<sup>11</sup> transaction, was the engagement partner involved in at least 18 SC2 transactions, signed at least 12 SC2 opinion letters and performed his own SOS transaction.
- 17. The law in effect from at least in or about August 1997 provided that if a taxpayer claimed a tax benefit that was later disallowed, the IRS could impose substantial penalties, ranging from 20%-40% of the underpayment of tax attributable to the shelter, unless the tax

<sup>9</sup> See paragraphs 50-55 of Accusation AC-2006-28 and attachment, and paragraphs 9-11 of Stipulation AC-2006-28 for detail.

10 During the relevant time period KPMC personnal correspond to the clients and office allowers.

11 SC2 was directed at individuals who own profitable corporations organized under Chapter S of the tax code ("S corporations"), which means that the corporation's income is attributable directly to the corporate owners and taxable as personal income.

During the relevant time period, KPMG personnel, some of its clients, and others involved in these tax shelter transactions prepared, signed and filed tax returns that falsely and fraudulently claimed many billions of dollars in phony tax losses generated by a variety of transactions, including SC2 and SOS. A significant proportion of the taxpayers who filed tax returns with KPMG's assistance using these shelters, including SC2 and SOS tax shelters were California taxpayers. Approximately 29% of the transactions were in California and approximately 38% of KPMG's fees originated in California.

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benefit was supported by an independent opinion relied on by the taxpayer in good faith that the tax benefit was "more likely than not" to survive IRS challenge.

### SC2 TAX SHELTER

- SC2 was intended to generate a tax deductible charitable donation for a corporate owner of an S Corporation and, more importantly, to defer and reduce taxation of a substantial portion of income produced by the S corporation, essentially by "allocating" but not actually distributing that income to a tax exempt charity holding the corporation's stock.
- SC2 required a series of complex, orchestrated transactions to obtain the promised tax benefits. Among other measures, these transactions involved the issuance of non-voting stock and warrants, a corporate non-distribution resolution, and a stock redemption agreement; a temporary donation of the non-voting stock to charity; and various steps to "allocate" but not distribute corporate income to the tax exempt charity.
  - 20. The IRS listed SC2 as a potentially abusive tax shelter.
- 21. Respondent was highly involved in the SC2 transactions. He was the lead tax professional who shepherded SC2 through the development and approval process all the time knowing that it had significant technical flaws and was a potentially illegal tax shelter. Even when some senior KPMG tax professionals expressed forceful objections to SC2, Respondent urged its approval. SC2 was eventually approved for sale and made its way to market.
- As KPMG's National Deployment Champion, Respondent led the marketing effort for SC2. National Deployment Champions' primary task was to educate KPMG tax professionals about the product and motivate them to sell it. KPMG devoted extensive resources to support and encourage marketing efforts, including maintaining a national marketing office, a tax services marketing center, a cold call center, and powerful software systems.
- KPMG tax professionals' sales tactics regarding SC2 were hardly the work of disinterested tax advisers. These professionals employed such hard-sell tactics as making misleading statements to their clients – claims that SC2 will be sold only to a limited number of people or that it is no longer being sold – in order to "elicit an immediate response from the

client." KPMG tax professionals were intent on convincing an uninterested or hesitant client to buy a product that the client would be otherwise unlikely to purchase or use.

- 24. KPMG and its tax personnel and associates marketed and caused to be marketed, and implemented and caused to be implemented the SC2 transactions, and generated and caused to be generated false and fraudulent documentation to support the SC2 transactions. This activity included, but was not limited to, generating KPMG opinion letters (and opinion letters by law firm(s)) that claimed that the purported tax losses generated by the shelters were more likely than not to withstand challenge by the IRS. All of these opinion letters were almost identical. In addition to opinion letters, KPMG advised clients of the existence of insurance policies, that for a "small premium" could guarantee SC2's promised "tax benefits."
- 25. The SC2 opinion letters falsely stated that the client would distribute stock certificates to a tax-exempt charitable organization and the client would not be taxed on the distribution. The letters also falsely and elaborately describe a redemption process designed to evade tax consequences on the stock donor, by setting up a transaction intended to conceal a failure of actual and genuine ownership transfer. SC2 transactions did not truly ever pass ownership of the stock to the charity; they acted merely as an assignment of income for a specified period of time to the charitable organization.
- 26. The opinion letters and other documents were misleading in that they were drafted to create the false impression that KPMG, its tax personnel, and others associated with the tax shelter scheme were all independent service providers and advisors, when in truth and in fact KPMG personnel and associates jointly developed and marketed the SC2 shelter. Key KPMG tax professionals, including Respondent, involved with SC2 viewed the strategy as a way to defer and reduce taxes on substantial corporate income that was always intended to be returned to the control of the stock donor.
- 27. At various points during the development of SC2, KPMG tax personnel identified various significant technical defects and risks of SC2, including the ways in which the IRS might successfully challenge the products legal validity, problems with identifying a business purpose to explain the structure of the transaction, problems with establishing the charity's "beneficial

ownership" of the donated stock, since the stock was provided on the understanding that the charity would sell the stock back to the donor within a specified period of time, and problems involving assignment of income, reliance on tax indifferent parties, and valuation issues.

Nevertheless, in or about 2000, the marketing of SC2 by the firm was approved. Likewise, the risks of proceeding with implementation of SC2 in 2000 were discussed. And despite the obviously fraudulent nature of SC2 and the warnings conveyed, KPMG tax personnel, including Respondent, decided to proceed with the issuance of the opinion letters on all of the transactions with the intent that SC2 clients would claim the bogus SC2 "distributions" as charitable contributions on tax returns and later "redeem" the stock certificates with no tax liability. KPMG tax professionals' implementation efforts on SC2 continued long past the sale of the tax product to a client.

#### SOS TAX SHELTER

- 28. SOS<sup>12</sup> opinion letters, and other associated documents, were false and fraudulent in a number of ways well known to KPMG and its associates, including the following:
- a. They falsely and misleadingly described SOS as an investment, when in truth and in fact, it was a tax shelter designed and marketed to generate tax losses in order to eliminate income taxes for wealthy clients and garner substantial fees and income for KPMG and others.
- b. They falsely claimed that the client would have entered into the option positions independent of the other steps that made up SOS, when in truth and in fact, the clients would not have entered into those positions absent the anticipated tax losses to be generated.
- c. They falsely claimed that the option positions were contributed to a partnership or other entity to "diversify" the client's "investment" when in truth and in fact, the contribution

<sup>&</sup>lt;sup>12</sup>The SOS shelters were referred to by various names, including Short Option Strategy, Spread Option Strategy, Split Option Strategy, SOS, Binary Option, Digital Option, Gain Mitigator, Loss Generator, COINS, BEST, and FX Transaction (hereinafter "SOS"). The SOS shelters generated at least \$1.9 billion in phony tax losses. KPMG's gross fees from SOS transactions were at least \$17 million. SOS was marketed and sold from at least in or about 1998 through at least in or about 2002 to at least 165 wealthy individuals.

was simply a necessary step in the tax shelter, was executed for the purpose of generating the tax loss, and was not executed to "diversify" any "investment."

- d. They falsely claimed that the offsetting option positions were entered into for "substantial non-tax business reasons," and were contributed to the partnership or other entity for "substantial non- tax business reasons," when in truth and in fact, the transactions were undertaken in order to generate the phony tax losses SOS purported to generate and not for any "substantial non-tax business reason."
  - 29. Respondent performed his own SOS transaction.

### FRAUDULENT CONCEALMENT OF TAX SHELTERS

- 30. In addition to preparing, causing to be prepared, and approving the false and fraudulent documentation relating to and implementing the shelter transactions, Respondent participated in steps taken to fraudulently conceal from the IRS the fraudulent tax shelters, and/or knew or should have known that the steps would have the effect of concealing the shelters from the IRS. The steps taken included, but were not limited to, the following:
  - (1) not registering the tax shelters with the IRS as required by law<sup>13</sup>;
- (2) preparing and causing to be prepared tax returns that fraudulently concealed the phony losses from the IRS;
- (3) attempting to conceal from the IRS the tax shelter losses and transactions with sham attorney-client privilege claims.

### FAILING TO REGISTER TAX SHELTERS

31. Under the law in effect at all times relevant to this Accusation, an organizer of a tax shelter was required to "register" the shelter by filing a form with the IRS describing the

<sup>13</sup> Under the law in effect at all times relevant to this Accusation, an organizer of a tax shelter was required to "register" the shelter by filing a form with the IRS describing the transaction. The IRS in turn would issue a number to the shelter, and all individuals or entities claiming a benefit from the shelter were required to include with their income tax returns a form disclosing that they had participated in a registered tax shelter, and disclosing the assigned registration number. Notwithstanding these legal requirements, KPMG and its personnel, and others, caused the entities with which they were associated not to register as required any of the tax shelters they devised, marketed and implemented, and thereby ensured that registration numbers would not be included on returns relating to unregistered shelters.

transaction. The IRS in turn would issue a number to the shelter, and all individuals or entities claiming a benefit from the shelter were required to include with their income tax returns a form disclosing that they had participated in a registered tax shelter, and disclosing the assigned registration number. Notwithstanding these legal requirements, KPMG's tax personnel decided not to register the tax shelters based on a "business decision" that to register the shelters would hamper KPMG's ability to sell them. Respondent knew or should have known of the requirement to register the shelters.

# FIRST CAUSE FOR DISCIPLINE Fraud in the Practice of Public Accountancy [Business and Professions Code § 5100(c)]

- 32. The matters alleged in paragraphs 11 through 31 are re-alleged as though fully set forth.
- 33. Respondent's license is therefore subject to disciplinary action based on his direct involvement and acquiescence in:
  - A. The decision of KPMG not to register the tax shelters as required;
- B. The preparation and approval of false or fraudulent documentation supporting the implementation of the tax shelters; and/or
- C. Respondent's explicit and required approval of KPMG's marketing and implementation of the tax shelters including, but not limited to, Respondent's signing of, and his approval of allowing KPMG's personnel to sign, the tax opinions and tax returns containing the fraudulent tax shelters.
- 34. Incorporating by reference the matters alleged in paragraphs 11-31, cause for discipline of Respondent's license for fraud in the practice of public accountancy is established under Code Section 5100(c).

# SECOND CAUSE FOR DISCIPLINE Dishonesty in the Practice of Public Accountancy [Business and Professions Code § 5100(c)]

35. Complainant realleges paragraphs 11 through 31 above. Incorporating those matters by reference, cause for discipline of Respondent's license for dishonesty in the practice of public

accountancy is established under Code Section 5100(c) based upon his dishonest acts, and omissions in the course of his participation, as described above, in SC2 and SOS tax shelters.

#### THIRD CAUSE FOR DISCIPLINE

### Gross Negligence in the Performance of Public Accountancy [Business and Professions Code § 5100(c)]

36. Complainant realleges paragraphs 11 through 31 above. Incorporating those matters by reference, cause for discipline of Respondent's license for gross negligence in the practice of public accountancy is established under Code Section 5100(c) based upon his conduct, which constituted extreme departures from applicable professional standards.

## FOURTH CAUSE FOR DISCIPLINE Failure to Observe Professional Standards in Performance of Public Accountancy [Board Rule 58/ Business and Professions Code § 5100(g)]

37. Complainant realleges paragraphs 11 through 31. Incorporating those matters by reference, cause for discipline of Respondent's license is established in that his failure to comply with professional standards applicable to public accountancy constitutes the willful violation of Board Rule 58, providing cause for discipline of his license under Code Section 5100(g).

## FIFTH CAUSE FOR DISCIPLINE Conspiracy with Unlicensed Person to Violate Accountancy Act [Business and Professions Code §§ 125, 5100]

38. Complainant realleges paragraphs 11 through 31. Incorporating those matters by reference, cause for discipline of Respondent's license is established in that he conspired with unlicensed persons, including lawyers, insurance companies and others, to devise, market, and/or implement the fraudulent tax shelters, in violation of Code section 125. The conduct of Respondent, as alleged, constitutes general unprofessional conduct under Code section 5100.

### SIXTH CAUSE FOR DISCIPLINE

## Repeated Negligent Acts in the Performance of Public Accountancy [Business and Professions Code § 5100(c)]

39. Complainant realleges paragraphs 11 through 31 above. Incorporating those matters by reference, cause for discipline of Respondent's license for repeated negligent acts in the performance of public accountancy is established under Code Section 5100(c) based upon his conduct, which constituted repeated departures from applicable professional standard.

### 10.

## SEVENTH CAUSE FOR DISCIPLINE Breach of Fiduciary Responsibility in the Performance of Public Accountancy [Business and Professions Code § 5100(i)]

40. Complainant realleges paragraphs 11 through 31 above. Incorporating those matters by reference, cause for discipline of Respondent's license for breach of fiduciary responsibility in the performance of public accountancy is established under Code Section 5100(i).

### EIGHTH CAUSE FOR DISCIPLINE

Knowing Preparation, Publication, or Dissemination of False. Fraudulent or Materially Misleading Financial Statements, Reports, or Information [Business and Professions Code § 5100(j)]

41. Complainant realleges paragraphs 11 through 31 above. Incorporating those matters by reference, cause for discipline of Respondent's license for knowing preparation, publication, or dissemination of false, fraudulent, or materially misleading financial statements, reports, or information is established under Code Section 5100(j).

# NINTH CAUSE FOR DISCIPLINE Obtaining Valuable Consideration by False Pretenses [Business and Professions Code § 5100(k)]

42. Complainant realleges paragraphs 11 through 31 above. Incorporating those matters by reference, cause for discipline of Respondent's license for obtaining valuable consideration by false pretenses is established under Code Section 5100(k).

# TENTH CAUSE FOR DISCIPLINE Violation of Professional Standards [Board Rule 58/ Business and Professions Code § 5100(g)]

43. Complainant realleges paragraphs 11 through 31 above. Incorporating those matters by reference, cause for discipline of Respondent's license for violation of professional standards is established under Board Rule 58 and Code Section 5100(g) based upon his conduct, including approving and causing to be signed, engagement and opinion letters for clients without independently, diligently or accurately evaluating the specific needs and concerns of the clients, which constitutes willful violation of Board Rule 58, providing cause for discipline of his license under Code section 5100(g).

### ELEVENTH CAUSE FOR DISCIPLINE

Filing False Income Tax Return
Fiscal Dishonesty [Bus. and Prof. Code Section 5100(i)]

Knowing Preparation and Dissemination of False and Fraudulent Financial Information [Bus. and Prof. Code Section 5100(j)]

- 44. Complainant realleges paragraphs 11 through 31, above, and incorporates them herein by reference as if fully set forth at this point. Additional circumstances follow.
- 45. From 2000 through 2004, Respondent used SOS tax shelter losses to evade the payment of income taxes due and owing on income he earned from KPMG as a partner and from his tax shelter activities with a law firm.
- 46. Respondent's conduct as set forth in paragraphs 10 through 31 and 45 above, constitutes fiscal dishonesty, which is unprofessional conduct within the meaning of Code section 5100(i).

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